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THE PRESENT POSITION OF AMERICAN TRADE UNIONISM

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The present paper falls into three parts: (1) a discussion of the growth of membership of American trade unions from 1897 to 1920; (2) an analysis of the great increase in membership since 1915; and, (3) a consideration of the factors making for the growth or decline in membership in the immediate future.

Membership is, of course, not the sole criterion of the success or failure of trade unionism. Other elements must be taken into The legal position of trade unions, as it changes from time to time, is a matter of moment, although as history has so frequently shown, the effect on trade unionism of adverse legal decisions is almost always exaggerated. The conception entertained by trade unionists of the relation of organized labor to the existing economic machine may very well be a determining element in the position of trade unionism. But when allowances have been made for the relatively slow changes in other factors, the movement of membership may be regarded as the most important single consideration in estimating the growing or waning influence of trade unionism. The enormous growth in the membership of the American unions since 1915 may properly be considered the most significant feature of recent trade-union history. The significance of this increase can be understood, however, only when it is projected against the background of the course of trade-union membership for a number of years.

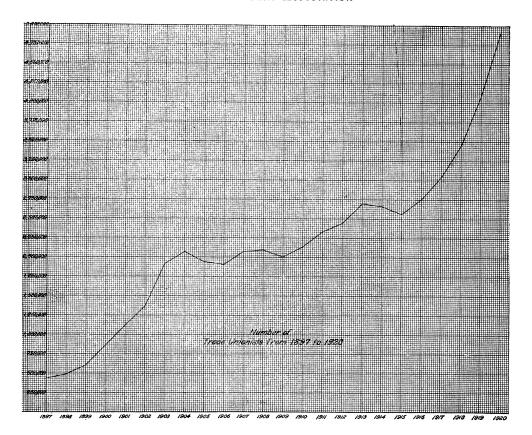
Before attempting to sketch the history of trade-union membership in the United States since 1897, however, I should say a few words as to the statistics of membership which I am using. Since the figures of membership published by the American Federation of Labor include only the membership of affiliated national unions, and since no official bureau in the United States, either federal or state, concerns itself to assemble the statistics of national unions, I attempted some years since to estimate as closely as possible the membership of American national unions since 1897. The results of this study, covering the period from 1897 to 1914 inclusive, were published in the Quarterly Journal of Economics for October, 1916. These statistics have been carried through 1920 by the same methods used in the earlier study. It

is unnecessary to take time here to describe these methods, since they have been fully set forth in the article cited. To avoid the possibility of misunderstanding, one point however, should be made clear. The statistics which I have used include the Canadian membership of national trade unions which also have members in the United States, but do not include the membership of independent local unions in the United States. Since the membership of these local unions approximately equals that of the Canadian local unions affiliated with international unions, the figures may be regarded as fairly representative of the membership of trade unions in the United States. Even if they somewhat exaggerate that membership, the relative movement shown by the figures is correct, since the movement of trade-union membership in Canada, as we know from the very careful estimates of membership made since 1910 by the Canadian Department of Labour, has been almost identical with that in the United States.

The history of trade-union membership in the United States since 1897 may be divided into four distinct periods: (1) From 1897 to 1904, the membership increased from a half million to over two million, every year in this period showing an increase. (2) From 1904 to 1910, trade-union membership oscillated around the 2,000,000 mark, showing no trend either upward or down-(3) Beginning in 1910, a pronounced upward movement became manifest. From 1910 to 1913 the membership of American trade unions rose from two million to nearly two and threequarter millions. This movement was reversed in 1914 by the beginning of the industrial depression and by the outbreak of the Great War. By 1915, trade-union membership had fallen to approximately two and one-half millions. (4) In 1915 a great upward movement began. This movement did not slacken with the Armstice, but continued in full force until 1920, at which time the number of trade unionists was only slightly short of five million.

From a study of the statistics two conclusions, important for the present purpose, may be deduced:

1. The increase in membership since 1915 has been unprecedented in the history of American trade unionism. In no other period of equal length, except in the years from 1897 to 1903, was there an equally large percentage of increase and at no time has the increase in absolute numbers been so great.



2. Heretofore the recession in membership, even in times of extended industrial depression, has never been more than 10 per cent.

If history repeats itself, American trade unionsm will have at the beginning of the next period of prosperity a far larger part of the working class enrolled in its ranks than ever before. To take only the crudest comparative figures: in 1910, the membership of American trade unions was 5.6 per cent of the gainfully occupied persons; in 1920, according to the preliminary occupation statistics, it was 12 per cent of the number of gainfully occupied persons. From 1900 to 1910, the membership increased only from 3.5 to 5.6 per cent of the gainfully occupied. But the conditions under which this great increase in membership has been attained are unique and before judgment is passed upon the probable future of trade-union membership, it will be

desirable to analyze in some detail this phenomenal growth in order to ascertain whether the increase in membership was spread equally over all industries or was concentrated on a few. For the purposes of this analysis, it seems best to compare the statistics of membership for 1920 with those for 1913, since 1913 was also a peak year and a comparison with 1915 exaggerates somewhat the actual increase. I have divided American trade unions into fifteen classes, corresponding roughly to the industries of the country. Statistics of membership for these industries are only rough approximations, since it is not possible to allocate the membership of the unions among the industries in which they are actually employed. For example, all the members of the Machinists' Union have been placed under Metal and Engineering industries, although many are employed in railroad shops. But when allowance is made for these defects, certain broad conclusions may be drawn from the tables. The first is that the increase in membership in different industries has been very unequal. In five of the industrial groups, the increase has been negligible. In order of importance, they are (1) Mining and Quarrying; (2) Food, Liquor and Tobacco; (3) Theatres and Music; (4) Chemicals, Clay, Glass and Stone; and (5) Lumber and Woodworking.

In a second group of industries, considerable percentage increases of membership occurred, but on account of the small number of trade unionists in these industries, the total addition to trade-union membership was small. The industries in this group are: (1) Textiles, (2) Leather, (3) Paper, Printing and Bookbinding, (4) Restaurant and Trade, and (5) Public Service. The increases in trade-union membership in these groups was responsible for a total increase of 300,000, or less than one-seventh of the total increase from 1913 to 1920.

Leaving out of account the miscellaneous group, which is not important in numbers, the four remaining groups—(1) Building, (2) Metal, Machinery and Shipbuilding, (3) Clothing, and (4) Transportation—are responsible for 1,800,000 of the two and one-quarter million increase from 1913 to 1920. It seems obvious, therefore, that the immediate future of American trade-union membership is largely dependent upon its future in these industries.

When the increases in these industries are compared, it appears that of the increase of 1,800,000 approximately 700,000 is attributable to transportation. But even this large increase by no

means represents the full importance of transportation in the increase of trade-union membership from 1913 to 1920. A very considerable part of the increases credited to the building and metal groups is properly ascribable to the transportation group. Unfortunately, no exact statement of the total increase which should be credited to transporation can be made. But it is within bounds to say that 1,000,000 of the total increase of two and a quarter millions since 1913 are to be found in transportation, and that of these about 700,000 are in the railway service. It is a significant fact also that in the railway service, taken as a whole, the great increase in membership has occurred since 1918. The increase in trade-union membership from 1919 to 1920, exceeding that in any other year, was, indeed, chiefly attributable to the rapid growth of trade unionism in the railway service.

In view of the large part played by the railroad unions in the increase of membership, the consideration of the probable immediate future of American trade-union membership may be approached best by dealing first with the railroad unions. division of the question is justified, not only by the great relative increase in the membership of these unions, but even more by certain conditions peculiar to the railway service, which affect materially trade-union membership. In all the four great industrial groups-Building, Metals, Clothing, and Transportation, which, as shown above, contributed four-fifths of the total increase in trade-union membership from 1915 to 1920—the growth of trade unionism was greatly stimulated by direct governmental action. These were the war industries par excellence and the intervention of the government in one way or another to preserve industrial peace resulted in all of them in great increases in membership. The forms of governmental intervention which produced this result varied from industry to industry, but in all industries except transportation governmental intervention has ceased. Some account must be taken of the continuing effects of the activities of the government. It is possible that trade unionism has been given such an impetus in the clothing trades, for example, that it will for a time retain its stronger hold. But unless reinforced by some other factor, as, for example, restriction of immigration, there is no reason to believe that governmental intervention has produced in any of these industries, except transportation, permanent results. But in the railway service, the end of the war was not the end of governmental intervention.

far as any one can now see, the system of judicial determination of wages and working conditions set up by the Esch-Cummins Act is a permanent institution.

The effects of the continuance of governmental control on the membership of the railway unions is twofold. In the first place, the membership of the unions is protected against the more important disintegrating influences of a time of depression. There can be no building up of non-union establishments and no diversion of work to non-unionists. There has been some loss of membership directly through unemployment, but this loss is easily recouped. The second effect of the continuance of government control has been the extension of certain rules which were a powerful force in some of the unions prior to governmental intervention in attracting and holding members. The outstanding feature of trade unionism on the railways until recently has been the high state of organization among the workmen making up the train crews, and to a less extent in the shops, and the low state of organization elsewhere. This difference is explicable partly by the fact that the members of the train crews are more necessary to the operation of the road, partly by the higher average intelligence of these workmen. Through the use of these elements of strength, the brotherhoods had won on all the roads the right to organize and to bargain collectively. Under the governmental operation of the roads and under the Labor Board, the right to organize and to bargain collectively has been given to all groups of employees, no matter how easily replaceable. But the right to organize alone would have produced far less significant results in an increase of membership than those actually attained. It is one of the curious although little observed phenomena of American trade unionism that the railway brotherhoods, although not availing themselves of the aid of the closed shop, have been able to bring into membership larger proportions of the men in their trades than any other unions of equal or even approximately equal size. The opponents of the closed shop, indeed, have occasionally called attention to the success of the brotherhoods, and have argued therefrom the uselessness of the closed shop as a means of gaining and holding members.

The explanation of the great success of the brotherhoods appears to lie in certain provisions in the agreements with the roads secured at a very early time. These provisions cover the subjects of discipline and promotion and operate to give every

member of the brotherhoods a direct personal interest in the activities of his union. It is a fact of common observation in the study of trade unions that those unions are strongest, other things being equal, in which the work of the union affects the member solely as an individual.

The desire to raise wages or shorten hours is a mass desire and in experience has proved less strong than the desire to resist unjust discharge or discrimination. Where a piece rate, for example, must be the subject of constant bargaining, the desire of the worker to put behind himself the strength of the union is apparently more effective than the desire to cooperate in raising the standard rate. In any group, a large number of men are willing to leave to their fellows the task of carrying on collective bargaining for those things the common benefit from which will accrue to the entire group, but very few men will refrain from group action where the end to be sought is peculiar, and individual to themselves. The coal miner who expects to find himself in a controversy with his employer over deadwork will join the union, although he might not do so if the only question likely to come up was the matter of the standard rate and there were no checkoff.

The National Agreements concluded between the railway unions and the Railway Administration contain in somewhat modified form the provisions as to discipline and promotion which for many years have been in the agreements of the brotherhoods. These provisions will prove a powerful force for holding membership.

If we turn now to the unions not included in the railway group the outlook is far less promising. In the clothing industries the restriction of immigration has lessened the danger of nonunion competition, but, broadly speaking, no essential change in condition has occurred.

Will the experience of the past be repeated? I have said above that since 1897 the recession in trade-union membership in no period of business depression has been more than ten per cent. Will the American unions emerge from the present industrial depression with no greater loss than this? Since the main difficulty in the retention of membership, apart from actual loss through unemployment, lies in the necessity for a readjustment of wages to the general level of prices, the gravity of the problem is determined primarily by the amount of the change in the general

level of prices. The rapid and great fall in prices has presented to the American unions a problem which differs markedly in degree from any which they have ever faced. The nearest approach was the period of deflation after the Civil War. But as trade unionism was unimportant in the United States at that time, the analogy is not helpful.

Prediction is hazardous, but there are indications in such reports of union membership as are available that the fall in tradeunion membership, with the exception of the membership of the railway unions, will far exceed the loss suffered in previous periods. How great the loss will be will depend largely upon the tactical skill with which the unions are managed during the period of depression.

Trade unions function best under a regime of static prices. The problems to be envisaged in a period of declining prices, and the conditions which must be taken into account, vary widely from union to union. Those unions which are protected by longtime arbitration contracts have least to apprehend. But where such contracts do not exist, the unions must face the issue of changes in wages, and a decision as to proper policy is extremely difficult to make. First to be taken into account is the power of the union to resist, and the factors to be reckoned here include the growth of non-union competition and the possible replacement of union men by non-unionists. Secondly, the union, in theory at any rate, should consider the effect on the amount of employment of a change in wage rates. As to neither of these two sets of conditions is there available information which is even approximately exact enough for the purpose in hand.

But even more important than the lack of exact information is the reluctance of trade unions, especially of the rank and file, to guide their policies by purely competitive, economic considerations. The trade union exists in a world ruled by economic factors, but it has adopted as its ruling principle the dictum that labor is not a commodity. I do not raise the question as to whether that is a sound principle, but it is certainly a principle on which it is difficult to act in a period of falling prices and at the same time to preserve intact or approximately intact the strength of the unions.

MEMBERSHIP OF AMERICAN TRADE UNIONS, 1915-1920.

(00's omitted)

Unless otherwise indicated the data contained in this table were obtained from the reports of the American Federation of Labor. Figures in italics were obtained from the proceedings of the union or by correspondence with the central office of the union.

Name of Union	1915	1916	1917	1918	1919	1920
MINING AND QUARRYING						
Mine, Mill and Smelt. Workers	167	161	179	167	178	211
United Mine Workers	3116	3180	3520	4134	3938	3936
Quarry Workers	36	35	35	31	30	30
Total in Group	3319	3376	3734	4332	4146	4177
Building Trades				21.40	252	nia a
Bricklayers and Masons	759	738	785	716	652	736
Bridge and Iron Workers	123	142	160	186	241	277
Building Laborers	111	80	†			
Carpenters, United	1940	2128	2472	3217	3460	3719
Cement Workers	16	00	- 00	05		
Ceramic Tile Layers	30	28	28	25	† 10	
Composition Roofers	12	12	12	12	10	18
Compressed Air Workers	12	14	16	†	1010	1000
Electrical Workers	362	362	415	544	1312	1392
Elevator Constructors	27	28	29	29	30	31
Heat and Asbestos Workers	10	10	10	16	18	22
Hod Carriers	319	324	324	367	400	420
Marble Workers	_16	6	10	10	10	12
Painters	753	782	852	845	827	1031
Plasterers	183	184	190	190	190	194
Plumbers	410	450	520	600	600	750
Sheet Metal Workers	178	175	176	183	202	218
Slate and Tile Roofers	6	6	6	6	6	†
Wood and Metal Lathers	60	60	60	60	60	59
Total in Group	5327	5529	6065	7006	8018	8879
METAL, MACHINERY, AND SHIPBUILDING						
Blacksmiths	85	97	120	183	283	483
Blast Furnace Workers						
Boiler Makers	173	182	312	555	849	1030
Automobile, Aircraft, etc	130	172	195	232	381	454
Cutting Die Makers	3	2	2	2	2	2
Diamond Workers	3	3	4	4	5	6
Draftmen s Union					18	35
Engineers, Amalgamated	34	32	30	28	26	†
Foundry Employees	6	8	13	33	54	91
I. S. and Tin Workers	65	67	110	161	197	315
lewelry Workers		53	43	48	51	81
Machinists	719	1009	1125	1436	2546	3308
Metal Polishers	110	115	120	135	130	125
Molders	500	500	500	500	500	500
Pattern Makers	65	65	70	88	90	90
Pocket Knife Grinders	3	2	†			
Railway Carmen	293	308	390	534	1004	1821
Saw Smiths	1	1	1	1	1	1
Stove Mounters	11	12	17	19	19	19
Wire Weavers	3	3	3	3	3	4
			007:	0007	0.50	0005
Total in Group	2204	2631	3055	3962	6159	8365

[†] Union disbanded or amalgamated with another union.

Name of Union	1915	1916	1917	1918	1919	1920
PAPER, PRINTING AND BOOKBINDING						
Bookbinders	85	93	114	145	164	207
Lithographers	35	42	46	49	56	61
Lith. Press Feeders	4	4	4	4	†	
Machine Printers	5	5	5	5	5	5
Paper Makers	45	52	64	60	57	74
Photo Engravers	48	51	51	51	50	59
Poster Artists	4	4	4	_ 4	4	4
Printing Pressmen	227	290	330	340	340	350
Pulp and Paper Mill Workers	43	44	65	80	84	$\frac{95}{2}$
Steel Plate Engravers	13	12	13	12	1 13	$1\overline{4}$
Steel Plate PrintersSteel Plate Transferrers	15	1 2	10	12	13	1
Stereotypers	49	49	$5\overline{2}$	53	$5\overline{4}$	59
Tip Printers	2	3	3	3	† 1	
Typographical Union	$59\overset{\sim}{1}$	607	$61\overset{\circ}{6}$	633	647	705
Total in Group	1152	1257	1368	1440	1476	1636
Lumber and Woodworking				1		
Box Makers and Sawyers	110	80	70	†		
Coopers	39	36	39	40	40	43
Piano and Organ Workers	10	10	15	.20	20	32
Shingle Weavers	7	4	5	†		101
Timber Workers			2	23	32	101_{50}
Upholsterers	35	39	40	48	55	56
Wood Carvers	10	11	12	12	10	12
Total in Group	211	180	183	143	157	244
CHEMICAL, CLAY, GLASS AND STONE						
Brick and Clay Workers	29	32	28	25	27	52
Flint Glass Workers	94	94	98	99	95	99
Glass Bottle Blowers	100	100	100	100	100	100
Glass Work, Amal	11	†	105	110	107	105
Granite Cutters	$\frac{135}{78}$	131	$\frac{125}{76}$	$\frac{119}{78}$	$\begin{vmatrix} 107 \\ 74 \end{vmatrix}$	80
Potters, Operative	$\frac{78}{2}$	$\begin{vmatrix} 77 \\ 3 \end{vmatrix}$	3	4	3	3
Powder Workers	44	43	41	42	39	40
Stone Cutters	38	41	46	43	37	38
Willdow Glass Workers			ļ <u>-</u>			
Total in Group	531	521	517	510	482	517
FOOD, LIQUOR AND TOBACCO	150	175	100	204	210	275
Bakery Workers	158	175 496	189 450	$\frac{204}{450}$	400	$\frac{273}{341}$
Brewery Workers	$\frac{520}{394}$	377	416	395	363	388
Cigar Makers	394	34	32	33	42	152
Tobacco Workers						
Total in Group	1111	1082	1087	1082	1015	1156
RESTAURANT AND TRADE	10	100	15	+		
Butcher Workmen	18	17	$\frac{15}{646}$	$\begin{array}{ c c }\hline f \\ 652 \end{array}$	608	604
Hotel Employees	606 50	590	50	50	50	50
Hotel Workers	61	73	96	291	663	653
Meat Cutters	150	150	150	150	150	208
Netan Cici as		<u> </u>		ļ		
Total in Group	885	880	957	1143	1471	1515

[†] Union disbanded or amalgamated with another union.

Name of Union	1915	1916	1917	1918	1919	1920
Textile						
Elastic Goring Weavers	1	1	1	1	1	1
Lace Operatives	12	11	12	12	9	9
Machine Textile Printers	5	5	5	5	5	5
Print Cutters	4	4	4	4	4	4
Spinners	22	22	22	22	22	22
Textile Workers	189	255	371	459	558	1049
Total in Group	233	298	415	503	599	1090
CLOTHING.						
Cloth Hat Workers	30	63	88	94	95	106
Clothing Workers, Amal	380	480	570	810	1440	1770
Garment Workers	422	430	449	459	460	459
Glove Workers	10	10	8	7	7	10
Hatters	85	85	85	91	100	105
Ladies Garment Workers	653	851	823	895	905	1054
Tailors	120	120	120	120	120	120
Total in Group	1700	2039	2143	2476	3127	3624
Leather.						
Boot and Shoe Workers	356	390	396	358	368	467
Horse Goods, Workers on	18	18	T			
Leather Workers			32	41	67	117
Shoe Workers United	120	150	200	230	390	330
Traveling Goods	9	10	†			
Total in Group	503	568	628	629	825	914
Transportation.	1		1			
Commercial Telegraphers	10	10	10	10	20	22
Locomotive Engineers	737	729	752	808	831	869
Locomotive Firemen	831	936	1030	1134	1233	1259
Longshoremen	250	250	255	260	313	740
Maintenance of Way Employees	81	89	97	56	542	600
Marine Engineers	91	93	105	79	128	170
Masters, Mates and Pilots	45	40	43	48	62	71
Pavers	16	15	15	17	18	19
Paving Cutters	35	33	32	32	26	26
Railroad Patrolmen	1					26
Railroad Signalmen	8	9	8	9	62	123
Railroad Station Agents	35	35	40	45	50	88
Railroad Stationmen	101	100	200	61	45	33 352
Railroad Station Employees	134	187	222	294	327	487
Railroad Telegraphers	250	250	272	377	446	
Railroad Trainmen	1305	1432	1591	1814	1969	1846
Railway Clerks	50	51	68	172	714	1860 560
Railroad Conductors	485	481	487	503 371	$\begin{array}{ c c c c c c c c c c c c c c c c c c c$	659
Seamen	160	1	322		1	80
Steam Shovelmen	27	20	1	37	60	$\frac{80}{12}$
Sleeping Car Conductors	500	616	737	786	897	987
Street and Electric Railway Employees	589	646				140
Switchmen	90	93	102	107	118	
Teamsters	516	590	703	729	756	1108
Tunnel Constructors	15	27	34	\	20	30
Total in Group	5760	6233	6954	7773	9588	12167

[†] Union disbanded or amalgamated with another union.

Name of Union	1915	1916	1917	1918	1919	1920
Theatres and Music						
Actors	87	90	47	30	30	69
Musicians	600	600	604	650	654	700
Theatrical Stage Employees	180	181	186	186	185	196
Total in Group	867	871	837	866	869	965
Public Service		1		1		
Federal Employees			81	109	204	385
Fire Fighters				23	154	221
Letter Carriers	332	334	328	325	339	224
Post Office Clerks	250	250	250	250	250	250
Post Office Clerks, Federal	32	42	81	101	145	162
Railway Mail Assoc	133	135	134	135	147	148
Railway Postal Clerks	20	27				
Teachers, Am. Fed. of		27	21	10	28	93
Total in group	767	815	895	953	1267	1606
Miscellaneous						
Barbers	341	359	398	384	359	442
Bill Posters	14	15	15	16	16	16
Broom Makers	7	8	7	7	10	14
Brush Makers	2	2	2	2	†	
Trade and Fed. Un	238	352	584	665	652	868
Fur Workers	37	57	81	100	108	121
Horse Shoers	57	58	54	54	54	54
Laundry Workers	41	43	46	55	60	67
Oil and Gas Well					45	209
Stationary Firemen	160	170	170	171	205	296
Steam Engineers	210	210	220	2 30	250	320
Total in Group	1107	1274	1577	1684	1759	2407
Total in all Groups	25677	27554	30415	34502	40958	49243

[†] Union disbanded or amalgamated with another union.